



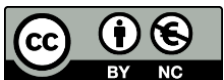
Governance Model for Inclusive Vocational Education and Training (VET)

Executive Summary of deliverable 2.2

INNOVET LATAM – Innovating VET Experiences for Training in Latin America
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INTRODUCTION – Building the architecture of Inclusive VET Governance

The question of **who gets to access quality learning and meaningful work** is not just a matter of policy — it is a matter of governance. In today’s world, vocational education and training (VET) systems are under immense pressure to respond to rapidly shifting labor markets, climate imperatives, social inequalities, and evolving learner profiles. At the same time, they hold powerful potential to **reshape societies from the bottom up** — by enabling people to acquire the competencies, confidence, and connections needed to fully participate in economic, civic, and cultural life.

However, this potential is not automatic. It must be intentionally nurtured through **systems that are purposefully inclusive** — in their structures, procedures, partnerships, and outcomes. Too often, VET reforms focus narrowly on infrastructure, certification, or employability metrics without examining the governance arrangements that determine who participates, who benefits, and who is left behind. To be truly inclusive, VET governance must go beyond expanding access. It must **redistribute opportunity, reshape power relations**, and remove the institutional, cultural, and economic barriers that prevent people in vulnerable situations from thriving.

This is the rationale behind the **Governance Model for Inclusive VET**: a comprehensive framework developed to help policy-makers, institutions, practitioners, and stakeholders rethink the design and coordination of vocational systems with inclusion as a guiding principle. The model is not based on abstract theory alone — it emerges from extensive field experience, comparative policy analysis, and practice-based knowledge across multiple contexts. While adaptable to diverse national and local realities, it provides a common language and structured lens to interrogate and improve the governance of VET ecosystems. Organised around five interrelated **dimensions**, the model captures the critical arenas where governance decisions must occur to ensure inclusion is embedded systemically — not added superficially:

1. **Methodologies and stakeholder maps for labor inclusion** — understanding who is vulnerable, who is involved, and how alliances can be activated to close inclusion gaps.
2. **Processes and key elements of the accreditation system** — ensuring the validation and recognition of skills is fair, responsive, and aligned with real learning experiences.
3. **Regulations and empowering support schemes for VET–Employment–Welfare linkages** — embedding structural support systems that foster transition into dignified work and social security.
4. **Processes and tools for the accompaniment of people in vulnerable situations** — offering sustained, person-centred support throughout learning and labor transitions.
5. **Support schemes and tools to enhance VET–enterprise dialogue** — involving employers not only as beneficiaries of training, but as co-creators of inclusive opportunity structures.

For each dimension, this executive summary presents a **concise, accessible, one-page synthesis**, built around a structured table that distils: **Core components** of the governance function in question; their **key features** and operating mechanisms; practical **implementation reflections** drawn from policy and institutional experience; and illustrative **real-life practices**, showcasing transferable approaches (deliberately kept generic and non-partner-specific).

Whether used in workshops, policy dialogues, institutional self-assessments, or funding programme design, this summary aims to bring **clarity, cohesion, and common purpose** to the complex task of governing inclusive VET. This document is not just a summary of technical recommendations. It is a **call to reframe the role of VET governance** — from managerial oversight to democratic stewardship; from siloed decision-making to cross-sectoral co-responsibility; from passive service delivery to **active inclusion-building**.



Dimension 1: Methodologies and stakeholder maps for lab or inclusion

Inclusion begins with **understanding the landscape** — not just who is excluded, but *how, why, and by whom*. Effective VET governance requires a **methodical approach to mapping labor market ecosystems**, identifying key actors, understanding their interrelations, and activating their potential to promote inclusive employment pathways. This dimension emphasizes the importance of **territorial knowledge, inter-institutional collaboration, and participatory mapping**, ensuring that every inclusion effort is embedded in real contexts, not assumptions. Stakeholder mapping is both a technical and political exercise — a foundation for trust-building, priority-setting, and shared accountability.

Core component	Key features	Implementation reflections	Real-life practices
Mapping local exclusion and opportunity patterns	Detailed profiling of territorial socio-economic realities, barriers to access, and local employment dynamics. This includes demographic trends, employment rates, skill gaps, and access to services.	This mapping requires granular, disaggregated data and the ability to interpret informal and intersectional barriers. It is a living process that must be revisited frequently.	Example: Territorial diagnostics revealing mismatches between youth aspirations and available training opportunities.
Identifying and categorizing stakeholders across the ecosystem	A comprehensive inventory of actors in education, employment, welfare, civil society, and the private sector. Categorisation includes roles, influence, collaboration potential, and power dynamics.	Stakeholder maps should include formal and informal actors, and pay attention to those who are invisible in institutional settings, such as grassroots movements or community elders.	Example: Stakeholder heatmaps used to plan multi-actor working groups on labor inclusion.
Participatory tools for inclusion planning	Use of focus groups, design thinking workshops, participatory action research, and deliberative forums to engage learners and communities directly in planning processes.	These tools shift the role of learners from passive recipients to co-creators. Careful facilitation is needed to balance power dynamics and amplify marginalized voices.	Example: Youth-led consultations generating action plans for inclusive vocational guidance.
Platforms and protocols for cross-sector coordination	Establishment of structured spaces (e.g. working tables, memoranda of understanding, intersectoral task forces) that promote joint planning, implementation, and monitoring of inclusion pathways.	Such platforms need clear mandates, rotating leadership, and accountability mechanisms to avoid becoming symbolic or extractive.	Example: Interinstitutional working tables defining territorial VET and employment priorities.
Use of strategic frameworks for alignment and impact	Adoption of systemic frameworks such as the Quadruple Helix or Collective Impact to guide	Frameworks offer shared language and structure for collaboration. Their success	Example: Use of a collective impact model to guide regional inclusion



	long-term engagement across institutions, sectors, and levels of governance.	depends on shared metrics, leadership buy-in, and commitment to continuous learning.	partnerships involving VET, employers, and civil society.
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Stakeholder mapping for labor inclusion is not a checklist activity — it is a **governance mindset**. It repositions inclusion as a **collective responsibility**, embedded in shared diagnostics, shared decision-making, and shared ownership of results. When done well, this process reveals **not only who needs to be reached, but who is missing from the conversation**. It exposes blind spots in policy and practice, and surfaces new possibilities for collaboration, innovation, and solidarity. The most inclusive VET systems are those that treat stakeholder mapping not as a static product, but as a **dynamic compass** — one that constantly recalibrates as communities change, economies evolve, and inclusion deepens.

Dimension 2: Processes and key elements of the accreditation system

Accreditation is traditionally associated with institutional compliance, but in an inclusive VET governance model, it becomes much more than a technical process. It is a **powerful lever for systemic change**, a framework that can either entrench exclusion or actively dismantle it. This dimension calls for a reimagining of accreditation as a **dynamic and socially responsive tool**—one that not only validates quality but also ensures **equity, access, and adaptability**. Inclusive accreditation systems do not simply audit infrastructure or curricula; they interrogate **who is being reached, whose needs are being met, and how effectively learning translates into empowerment**. They recognize diverse educational trajectories, value lived experience and informal learning, and make **recognition accessible to all learners**, including those from non-traditional and marginalized backgrounds. This section explores how **context-sensitive, learner-centered, and innovation-driven accreditation mechanisms** can transform VET into a system that builds both **trust and inclusion**—ensuring that quality does not become a gatekeeper, but rather a guarantee of opportunity.

Core component	Key features	Implementation reflections	Real-life practices
Inclusive quality assurance	Moves beyond infrastructure checks to evaluate pedagogical effectiveness, accessibility, and learner outcomes. Focuses on relevance to diverse learners and the impact on employability.	Quality should be redefined collaboratively with marginalized communities, ensuring that accreditation reflects diverse learning pathways and life realities.	Use participatory evaluation (e.g., learner feedback, community scorecards) to co-define what constitutes quality.
Recognition of Prior Learning (RPL)	Validates non-formal and informal learning—such as work experience or community engagement—to award formal recognition.	Especially critical for learners who lack traditional credentials. RPL should be accessible, supported by mentoring, and designed to be non-discriminatory.	Develop localized RPL toolkits with evidence templates, storytelling components, and support structures.
Equity indicators in accreditation	Integrates criteria to measure how inclusive VET systems are in reaching women, rural learners, people with disabilities, and other at-risk groups.	Indicators drive accountability and identify gaps. Accreditation must reward providers making progress in inclusion—not just penalize shortcomings.	Apply a “traffic light” self-assessment tool to monitor equity performance and stimulate inclusive improvements.
Stakeholder participation in governance	Involves VET providers, learners, employers, civil society, and social partners in the accreditation process. Diversity in decision-making strengthens legitimacy.	Representation should be active and equitable—not just symbolic. This supports credibility and builds shared ownership of quality standards.	Establish inclusive accreditation boards with rotation systems, community consultations, and youth/learner representatives.
Inclusion as an innovation driver	Accreditation systems can reward providers for adopting inclusive, flexible, and learner-centered training models.	Inclusion should be treated as a pathway for innovation—not a bureaucratic hurdle.	Introduce “Inclusion Excellence Labels” to formally recognize



		Encourage experimentation in delivery, outreach, and evaluation.	providers advancing accessibility, digital equity, or rural inclusion.
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Accreditation must evolve from being a gatekeeping mechanism to a **catalyst for innovation, inclusion, and accountability**. It should validate the **diverse ways in which people learn**, break down structural biases in recognition systems, and **incentivize outreach and creativity**, especially from under-resourced providers. If designed with equity at its core, accreditation becomes a **transformative force**, turning quality assurance into a tool for social justice and systemic renewal in VET. By embedding equity indicators, recognizing prior learning, and fostering community participation, accreditation becomes a **civic process** as much as an administrative one.



Dimension 3: Regulations and empowering support schemes for VET–Employment–Welfare linkages

Achieving meaningful labor inclusion requires more than high-quality training: it demands a **coherent regulatory ecosystem** that integrates vocational education, employment services, and social welfare into a seamless support continuum. This dimension explores how laws, policies, and institutional frameworks can be aligned to **empower marginalized individuals**, ensuring they are not only trained but supported in their journey toward stable, dignified employment. It reflects the imperative to break silos and create **shared responsibilities** across sectors.

Core component	Key features	Implementation reflections	Real-life practices
Regulatory frameworks for integrated VET–Employment–Welfare systems	Legally mandated or incentivized collaboration between education, labor, and welfare sectors; includes formal agreements and shared funding.	Effective integration demands not only inter-ministerial cooperation but legally binding structures and policy coherence that enable joint action.	Regional frameworks aligning employment centers with VET institutions through shared targets and budgets.
Social protection compatibility for VET learners	Ensures participation in training does not lead to loss of benefits (e.g., unemployment aid, housing support).	Training should be an entry point to stability , not a risk. Learners should feel secure to pursue upskilling without jeopardizing their livelihood.	Training allowances and legal safeguards that preserve benefits during learning and job search phases.
Embedded support services: career guidance, job matching, transition coaching	Includes personalized career counselling, placement services, and soft-skill development embedded in VET.	Especially important for vulnerable groups, whose lack of networks or access to guidance amplifies marginalization .	Integrated career centers offering life-course support, particularly for NEETs and women re-entering the labor force.
Public-private partnerships for inclusive labor pathways	Shared ownership over training design and delivery, including employer engagement from the outset.	Must go beyond token involvement — partners need clear roles, mutual incentives , and long-term commitment.	Employer advisory boards and inclusion-linked funding tied to outcomes (e.g., number of hires from VET graduates).
Inclusive territorial partnerships and innovation labs	Regional alliances adapt national strategies to local needs; innovation spaces test new models.	These platforms balance standardization with contextual flexibility , crucial in diverse or fragmented settings.	Pilot schemes co-developed with local stakeholders, e.g., rural internship pathways or women-focused dual learning pilots.

An effective and inclusive VET–employment–welfare linkage system is not built through parallel efforts but through **deep structural interconnection**. Fragmentation — especially common in low-capacity or high-inequality contexts — severely limits the ability of systems to deliver real change. What emerges from



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this dimension is the need for a **governance model that is both legally sound and human-centered**, where regulations promote equity, policies enable access, and institutions collaborate across mandates. Inclusion here is not an afterthought but a **design principle**: systems must be built with the barriers of marginalized groups in mind, not merely retrofitted. By embedding coherence and collaboration into the legal, financial, and operational DNA of VET systems, we unlock not only employment opportunities but also **the dignity, security, and agency of those historically left behind**.



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Dimension 4: Processes and tools for accompaniment of people in vulnerable situations

Inclusion in VET systems cannot be achieved through access alone. For individuals facing overlapping vulnerabilities — poverty, discrimination, trauma, disability, care responsibilities — effective support requires personalized, continuous accompaniment. This dimension frames accompaniment as a **relational, co-created, and empowering process** that bridges individuals from exclusion to opportunity. It underlines that true accompaniment is **not a service**, but a **partnership**, stretching across education, employment, and social support ecosystems. The following table synthesizes key components, features, and illustrative practices that together form a robust, people-centered approach to accompaniment in inclusive VET systems.

Core component	Key features	Implementation reflections	Real-life practice
Early identification and outreach	Proactive strategies to reach marginalized groups; trust-building communication; recognition of invisible barriers (e.g., caregiving, migration status, trauma)	Inclusion begins before enrolment — outreach must be contextual, culturally sensitive, and collaborative with community intermediaries	Mobile outreach teams collaborate with social workers and local leaders to identify potential learners in shelters, rural areas, or informal settlements
Competence-Based profiling	Tools like ESCO used to map informal/formal skills; strengths-based focus; non-stigmatizing gap identification	Profiles should value life experience, transferable skills, and help tailor personalized pathways	Community-based interviews use story-based profiling to identify hidden competencies and map them to local labor market needs
Individual Action Plans (IAPs)	Co-constructed learner pathways; SMART goals; evolving timelines; integrated feedback loops	IAPs foster agency — learners are seen as co-authors of their journey, not passive recipients of services	Personal coaching frameworks that blend life skills, language support, and vocational aspirations in co-created plans
Continuous mentoring & psychosocial support	Long-term accompaniment via trained mentors, peer tutors, counsellors; emotional support as key enabler	Support must be continuous, not episodic — resilience is built through consistent relationships	“Buddy systems” and community mentors create relational continuity across training and employment transitions
Family & community engagement	Involvement of families in orientation, progress celebrations, and planning; community champions promote VET legitimacy	Inclusion is sustained when learners are supported at home and in community; stigma and dropout risks are reduced	Graduation events and home visits involve caregivers, transforming individual achievements into collective milestones

Inclusive accompaniment is more than a technical model — it is a **social contract** rooted in empathy, trust, and shared responsibility. It challenges institutions to move beyond standardized responses and instead meet each learner where they are, as they are. From early engagement to post-placement mentoring, the





process is not linear but **relational**, respecting the dignity, pace, and life context of every individual. It is through this lens of **co-creation, continuity, and care** that VET becomes truly transformative — not merely transmitting skills, but restoring agency and opening futures. This model of accompaniment is not an add-on; it is the backbone of any VET system committed to justice and equity.



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Dimension 5: Support schemes and tools to enhance VET–enterprise dialogue

Strong collaboration between VET systems and enterprises is not merely instrumental — it is foundational for building inclusive, future-oriented skills ecosystems. Without authentic, structured dialogue, VET programs risk becoming disconnected from labor market realities, leaving learners — especially those from marginalized backgrounds — at the periphery of opportunity. Dimension 5 explores the governance mechanisms, tools, and enabling conditions that can institutionalize inclusive partnerships, promote co-design of curricula, and bridge the gap between training and employment. From incentive frameworks and digital platforms to liaison units and public procurement schemes, this pillar lays out how VET-enterprise relations can be transformed from transactional to transformational.

Core component	Key features	Implementation reflections	Real-life practices
Joint curriculum co-design and validation	Employers help design and update training programs based on emerging sectoral needs. Validation of curriculum ensures direct labor market relevance.	Requires structured feedback loops and regular employer engagement. Encourages SMEs and inclusive employers to participate actively.	Development of sectoral advisory boards and co-assessment tools to ensure labor-market aligned certifications.
Work-Based Learning and dual training models	Internships, apprenticeships, and dual systems bridge classroom learning with real-world application. These boost employability, especially for disadvantaged learners.	Needs legal frameworks and mentoring structures to ensure quality. Must be competency-based and monitored across training sites.	Use of shared evaluation tools, structured mentoring in enterprises, and hybrid learning pathways.
Enterprise incentives and public procurement levers	Financial (tax credits, grants), reputational (awards), and contractual (social clauses) incentives encourage inclusive enterprise participation.	Must be transparent, sustainable, and clearly tied to inclusive outcomes (e.g., hiring of vulnerable groups).	Use of preferential procurement for companies offering inclusive internships and certified training opportunities.
Digital platforms for matching and communication	Digital systems enable matching of learners with internships, streamline employer feedback, and host virtual job fairs.	Especially critical in remote areas. Requires inclusive design and accessibility. Can foster real-time labor market intelligence.	Platforms connecting job-seekers to employer needs and offering curriculum adaptation feedback mechanisms.
Sustainable dialogue structures and skills ecosystems	Sectoral Skills Councils, Liaison Units, and Local Skills Platforms institutionalize ongoing dialogue. These structures ensure continuity and representation.	Must be inclusive (youth, unions, SMEs, CSOs) and well-resourced. They anchor public-private trust and mutual accountability.	Councils influencing policy and curricula; liaison offices organizing employer forums, tracking placements, and facilitating mentorships.





Effective VET–enterprise partnerships are not spontaneous; they are *engineered through trust, incentives, and co-ownership*. A truly inclusive governance model recognizes that employers are not merely “recipients” of skilled labor but co-authors of training systems that reflect real economic and social demands. When enterprises are invited to shape curriculum, offer placements, and evaluate performance — especially in ways that support diversity and equity — they invest more deeply in the success of the system. However, this collaboration must be supported by **clear rules, structured incentives, and dialogue mechanisms that are permanent, not occasional**. The creation of sectoral councils and liaison offices, the use of technology to broaden access, and the application of policy tools like inclusive procurement all serve to embed enterprise engagement into the DNA of VET. Ultimately, this dimension reminds us that inclusive growth requires more than good intentions — it demands shared strategies, reciprocal benefit, and a commitment to reshaping access and opportunity from the inside out.



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CONCLUSION – Towards systemic inclusion, not peripheral adjustment

The Governance Model for Inclusive VET reflects a simple yet transformative premise: that **inclusion must be built into the DNA of vocational systems**, not appended as an afterthought. This means that inclusion is not the responsibility of one actor, one department, or one policy strand. It is a **whole-system imperative** — one that calls for coherent, multi-level governance structures capable of coordinating actors, allocating resources, and ensuring accountability across the entire VET–employment–inclusion ecosystem.

Throughout the five dimensions of this model, we see how inclusion is not a singular intervention but a web of interconnected practices that require **long-term vision, political courage, and operational creativity**. Each dimension shows that inclusive VET governance is not just about what is done — but how it is done, by whom, and with what effects:

- In **Dimension 1**, stakeholder mapping and methodology design show us that inclusion begins with **who is seen and heard**. Without accurate diagnosis, collaborative frameworks, and outreach to marginalised voices, no strategy can be truly responsive.
- In **Dimension 2**, accreditation is reimagined as a lever not only for quality assurance, but for **equity and recognition** — particularly for informal learners, migrants, and non-traditional pathways.
- **Dimension 3** emphasizes that sustainable transitions into employment require more than job placement: they demand **integrated social protection, decent work regulation, and legal incentives** that support participation and prevent precarity.
- In **Dimension 4**, accompaniment emerges as a defining feature of inclusive governance — one that recognises learning as a human journey, not a transactional event, and places **support, mentoring, and empowerment** at its centre.
- Finally, **Dimension 5** demonstrates that enterprises must be engaged not only as endpoints of VET, but as **partners in inclusion**, co-designers of curricula, and champions of fair opportunity.

Together, these five dimensions paint a picture of what an inclusive VET system can look like when governance mechanisms are **coordinated, values-based, and strategically inclusive**. This is not a technical fix. It is a **normative choice** about the kind of society we wish to build — one where all individuals, regardless of their background, can access the learning and employment opportunities they need to flourish.

Yet, the work is far from complete. While the model offers a roadmap, implementation remains a challenge. It will require **political commitment, cross-sectoral collaboration, capacity-building, and ongoing evaluation**. It will also require a shift in mindset — away from reactive responses to exclusion, and toward **proactive design for participation and empowerment**.

The invitation of this governance model is thus twofold:

- For practitioners and policy-makers: to use the framework as a guide for strategy, coordination, and system improvement;
- And for institutions and communities: to see themselves not only as service providers, but as **architects of inclusive futures**.

As this executive summary closes, one message remains central: **inclusive VET is not an end in itself. It is a means toward human dignity, social justice, and shared prosperity**. Governing it well is not just a technical task — it is a democratic responsibility.